East Village

Area Redevelopment Plan

September 2001

THE CITY OF CALGARY
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1.0 INTRODUCTION

1.1 1994 EAST VILLAGE AREA REDEVELOPMENT PLAN

In February 1994, City Council approved the original East Village Area Redevelopment Plan (ARP). Council approval was the culmination of a long planning process involving many interested parties. The Plan envisaged the transformation of a former industrial/mixed use area into a vibrant primarily residential community forming a complement to the Downtown. Due to the potential cost for redevelopment of this area, including land assembly, floodproofing and infrastructure upgrades, the Plan recommended alternative business approaches to encourage participation of the private sector such as "joint ventures" and development corporations.

In July 2000, after an extensive public proposal call process, Council approved a joint venture arrangement with a private sector partner to serve as a catalyst in promoting redevelopment of East Village. This joint venture arrangement, which led to the formation of the East Village Development Corporation (EVDC), provides a stronger opportunity for the City to achieve the following objectives:

"Planning and Development

- *To create a vibrant, attractive and sustainable mixed-use inner-city residential neighbourhood with overall medium to high density;*
- *To sensitively integrate historically significant buildings with new development;*
- *To create safe and efficient movement patterns throughout the development that are transit supportive and equally respect vehicular and pedestrian mobility;*
- *To create a rich and attractive development that enhances public and open spaces with strong and attractive linkages to the riverfront, Downtown, Fort Calgary, the Zoo, and surrounding communities."*

"Business

- *To optimize the economic and social benefits of the City's East Village lands;*
- *To encourage the development of a range of housing types that is available on an ownership or rental basis, that is affordable to low, middle and high income groups and that, where feasible, provides for the integration of non-market/social housing;"*

(Report to Land Committee LA 2000-13; Approved by Council July 2000)

1.2 KEY EVENTS SINCE 1994

In addition to the establishment of a joint venture arrangement, some other key events have taken place since the approval of the original ARP in 1994 that have a bearing on the planning for East Village:

1.2.1 **Council approval in 1995 of the Calgary Transportation Plan (GoPlan):** This document strongly advocates a more sustainable approach to managing the city's growth. An essential part of the Plan is putting jobs and housing closer together. Higher population levels in and around the Downtown is a key component of that Plan.

1.2.2 **Council approval in 1998 of the Municipal Development Plan (The Calgary Plan):** This document endorses the need to provide in East Village, "a wide variety of multiple-unit housing choices in terms of density, form and affordability."

1.2.3 **Completion in Spring 1999 of the Downtown Evolving Future Workshops:** These were a series of brainstorming workshops to discuss the future of the Downtown. About 50 people were involved who represented a broad cross section of interest in the Downtown . A key theme emerging was the desire to make the Downtown more vibrant or "vital." Workshop participants saw there being an important link between vitality and the presence of nearby residents and were very supportive of there being as much housing as possible in the Downtown. They saw East Village as a wonderful opportunity to capitalize on this intent.

1.2.4 **Council approval in 2000 of the Inner City Transportation Management Strategy:** This document seeks to minimize the impact of traffic on the inner city environment. The more people that can be accommodated in and around the Downtown, the less that vehicles and movement are likely to impact the inner city and the more that other modes of travel, like walking, cycling and transit, will be preferred.

2.0 CONTEXT

The East Village lies between the Bow River and 9th Avenue South; it includes Fort Calgary on the east and is bounded by 3rd Street East and Macleod Trail on the west. See Figure 1. The total study area is approximately 46 hectares, some 14 hectares of which are roads and another 12 hectares of which comprise Fort Calgary, leaving a balance of 20 hectares.

The East Village was originally developed in the early years of the century as a mixed residential, hotel, commercial and industrial area adjoining Calgary's commercial core. Since the Second World War, the area has been in decline, as both residents and industry preferred to locate in the suburbs. In the early 1970s, three high-rise apartment buildings were constructed as part of an urban renewal project. Fort Calgary was recreated in 1975 as a municipal centennial project, on former industrial and railway land at the confluence of the Bow and Elbow Rivers.

A substantial portion of the 15-block area that comprises East Village has been cleared, and is now used for car parking for Downtown workers. Its current population is about 800 people, mostly seniors residing in three high-rise apartment buildings in the southeast part of the study area. Less than 10 single-family dwellings remain in the area. A five storey apartment building was completed in 2000 fronting onto Riverfront Avenue between 2nd and 3rd Streets. Under construction in 2001 are two institutional buildings: a new Drop-In centre at 4th Avenue and 4th Street and the Salvation Army Centre of Hope at 9th Avenue and 3rd Street. Also, two residential buildings were approved in the fall/winter of 2000/2001: a twelve-storey building comprising 106 'loft' type units located on the southwest corner of 8th Avenue and 5th Street, and a five storey building comprising 64 units located at the northwest corner of 8th Avenue and 6th Street. There are five buildings in the area which have been evaluated as being of potential heritage value; three of these are hotels.

Much of East Village was originally designated for industrial uses. A number of small businesses continue to operate in the area, including warehousing, service and repair businesses, retailing, hotels, the Calgary International Hostel and offices of several non-profit organizations.

Most of the land in the study area has a Direct Control land use designation that was established in conjunction with the approval of the 1994 ARP.

The planning for East Village has evolved. The 1994 ARP set down a broad framework for change, however, since then there has been a heightened focus on the Downtown. In 2001, East Village is seen to have a greater potential to accommodate more people and activity than in 1994. While the vision of a vibrant primarily residential neighbourhood remains similar, the details of the vision from 1994 to 2001 have been refined. Indeed, those details will inevitably be further refined as development occurs. Therefore, this revised ARP, like any policy plan, should not only be responsive to the latest vision, as expressed in its goals, objectives and policies, but it should be robust and be able to respond to unforeseen future opportunities, without losing its integrity.

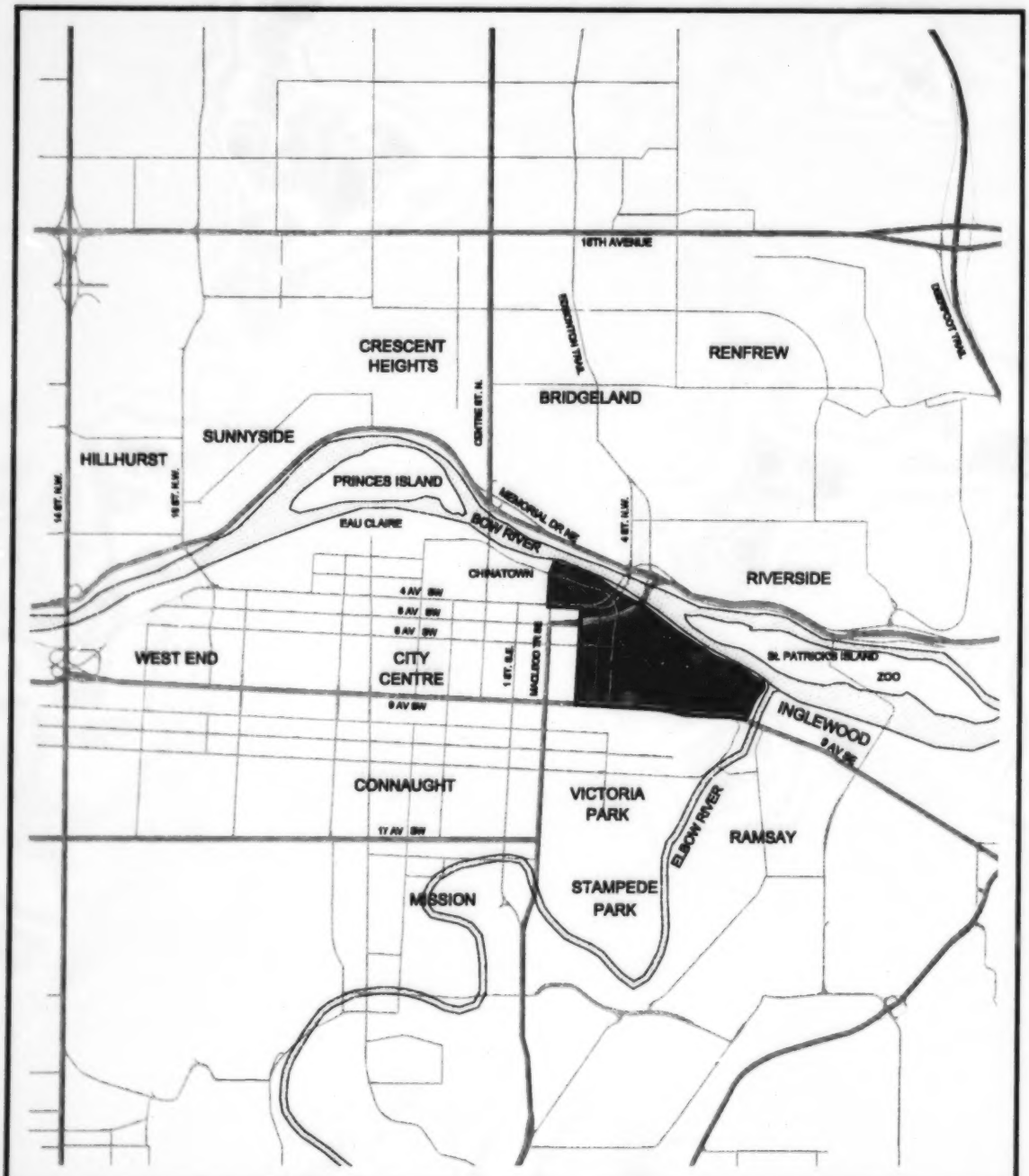

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FIGURE 1

LOCATION

3.0 GOALS AND CORE PRINCIPLES

3.1 GOALS

The broad goals established for East Village are as follows:

3.1.1 To establish a policy framework for achieving growth and change in East Village within the overall context provided by the Municipal Development Plan (The Calgary Plan) and the Core Area Policy Brief;

3.1.2 To encourage the redevelopment of the area east of 4th Street to a primarily residential neighbourhood, containing a diversified demographic and economic mix, with special emphasis on housing for middle income people;

3.1.3 To establish a development pattern that creates a strong sense of neighbourhood, identity and character, uniting East Village within the existing park-like setting created by the river pathway and Fort Calgary;

3.1.4 To create an overall built form for the neighbourhood which responds to its unique urban riverfront location and which accommodates a diverse range of housing types;

3.1.5 To encourage commercial uses for residents and visitors that help to create a vibrant east end of the Downtown;

3.1.6 To encourage safe and effective vehicular, transit and pedestrian movement throughout the area and to the Downtown and adjacent areas;

3.1.7 To provide urban open space and linkages to the adjacent Bow River, Fort Calgary and adjacent communities;

3.1.8 To protect views into and out of East Village, particularly from and to the Bow River and Fort Calgary, and to create opportunities to maximize access to sunlight for residents of East Village;

3.1.9 To provide community facilities and amenities for the residents;

3.1.10 To allow sufficient flexibility in the Plan to take account of opportunities, changing circumstances and market conditions.

3.2 CORE PRINCIPLES

The following "core principles" have been established to guide the planning for East Village and to act as a basis for judging future proposals.

3.2.1 Basic Urban Structure

The 1994 ARP indicates 4th Street as an important interface between a primarily residential area, with some mixed use retail to the east and a mixed-use area forming a transition to the rest of Downtown to the west. This basic structure is still sound. On the east side of 4th Street the primarily residential area would capitalize on opportunities to integrate with the Bow River and Fort Calgary. To the west of 4th Street two distinct areas are envisaged separated by 7th Avenue. The area to

the south of the 7th Avenue is seen as primarily a retail oriented mixed use area with some residential, office and possibly hotel development. To the north of 7th Avenue the mixture of uses is seen to be more oriented to office and institutional uses with more opportunities for residential uses adjacent to Riverfront Avenue.

3.2.2 Public Systems

East Village is seen as an extension of the Downtown and as such it is logical and important to integrate it with the Downtown "grid." The grid can be further enriched with mid-block, north-south connections to break up the larger blocks and allow fuller accessibility and diversity of site configurations and thus, built form.

5th Street is to be established as the key north-south urban open space axis with emphasis on pedestrian movement. 6th and 8th Avenues will have full vehicular and pedestrian movement as will 7th Avenue, except at the crossing of 5th Street, where it may be pedestrian only. External traffic will be allowed throughout the community but discouraged east of 4th Street and north of 9th Avenue by carefully designed traffic-calming methods, such as strategic road narrowing.

A nodal amenity space is to be established in the south part of the residential area between 7th and 8th Avenues and west of 5th Street, to create public amenity in this area and to act as a link between the north-south and east-west axes. 5th Street forms a vital connection between the river and this south amenity space and it should be pedestrian-oriented but be designed to also accommodate some vehicular travel. There are a variety of possible design approaches, for instance, it could be designed as a variation of the Stephen Avenue Mall, i.e. a combination of pedestrian and vehicles, or it could be a linear sculpture park, or a water feature, like a canal. It is not critical to the integrity of the Plan to specify how it should be designed except that it should be attractive and enticing to pedestrians and at the same time allow some vehicular access.

Where 5th Street interfaces with the river, a public "urban" space is proposed as a logical extension of a riverfront promenade, that will draw people into East Village.

Both 7th and 8th Avenues are seen as important entrances into East Village from the Downtown. The 8th Avenue access through City Hall and over 3rd Street, via a Plus 15 bridge, is likely to take place when the block is redeveloped and has become established. The 7th Avenue access is part of the 7th Avenue transit and pedestrian mall that runs the length of the Downtown. The City is embarking on an upgrade of this mall to make it more pedestrian-friendly. It is fitting and appropriate to integrate this upgrading and continue it into East Village.

3.2.3 Flood Protection

There have been a number of detailed studies undertaken into the best way of "flood proofing" the area from potential flooding from both the Bow and the Elbow rivers. The best advice suggests that the land should be progressively raised so as to be above the flood levels. While individual sites can be raised as they are redeveloped, most of the roads will have to be raised before development adjacent to them can take place. Because most of the underground services are old, adding extra weight to the roads would threaten the integrity of them such that those services would have to be renewed at the same time. The funding for this infrastructure may come from a combination of government grants, City budgets, and a "Local Improvement Bylaw".

3.2.4 Residential Development

In order to meet the strategic aspirations of the City, the ARP will provide the opportunity to achieve a population of 8,500-9,500 people. The average density over all on the primarily residential lands is in the order of 200 units per net acre (494 units per net hectare). This number is somewhat higher than the maximum for a conventional high density residential RM-7 site but less than the densities of many new and existing high rise buildings in the west end of Downtown. While an average density of 200 upa (494 uph) could be achieved, there will be a variety of densities on different sites.

There are two aspects that are important to creating the environment envisaged: a variety in the form of development (the mix of types of housing) and the mix of housing occupancy (demographic and economic characteristics of occupants). In relation to the built form, a diverse range is desirable with a vibrant mix of townhouses, stacked townhouses, lofts, mid-rise and high-rise apartments. In relation to housing occupancy, housing is intended to cater to a diversified mix of residents, with an emphasis on "middle income earners."

3.2.5 Retail Development

Basic services such as retail, personal services, and restaurant uses to serve a population of 9,500 would ultimately require in the order of 10,000 - 12,000 square metres of commercial space distributed throughout the community. To be successful and responsive to anticipated resident and visitor desires for uses and activities of a more cosmopolitan complexion, additional retail potential is appropriate and supported.

The retail development in East Village is proposed to be focused in two distinct areas: adjacent to the river north of 6th Avenue, and on 8th Avenue either side of 4th Street.

1. The plan is proposing an "urban" interface with the river environment in the form of a riverfront plaza and promenade, providing a unique opportunity to create a cosmopolitan downtown river environment that not only will serve the community, but also the public at large. In the riverfront plaza and promenade

area, a substantial amount of retail/restaurant space will be allowed with a significant amount of it fronting along the promenade itself. Further commercial development can also be located along 5th Street and 8th Avenue in response to other more local evolving needs and desires and as part of the connection between the two nodes.

2. The blocks on 8th Avenue, either side of 4th Street, are good locations for a diverse community-oriented commercial centre. There are some existing historical buildings west of 4th Street that could provide a streetscape context for new development. Also, the area is accessible to a substantial amount of parking, e.g., the Municipal Building Parkade. A possible connection to City Hall represents an opportunity to further link Stephen Avenue Mall with East Village in the future.

3.2.6 Urban Design

The character of a neighbourhood is largely determined by the size, scale, proportions and sequence of its streets and open spaces. Buildings that are adjacent to these spaces become "street walls" that enclose and create this public realm. To create a truly urban environment these "street walls" need to be four to six stories high and constructed at or close to the front property line, which establishes the width of the space and the character of the public realm. Buildings extending above four to six stories in height should be set back at the upper levels so as not to overpower the scale of the public realm.

The development of East Village provides an opportunity to animate the river frontage in a way that does not occur elsewhere in the Downtown area. The opportunity is provided for the riverfront promenade area to become an urbanized space with a continuous frontage of restaurants, cafes and other retail uses that fit the character of the river pathway. The building wall along the river, around the open space terminating 5th Street and possibly wrapping around to the frontage to Fort Calgary, should be two storeys high and could be as high as four storeys with some step backs, in order to take full advantage of the views and the opportunity to encourage more activity close to the river.

Policy guidelines in the 1994 ARP required a 35-metre building setback from the river. Proceeding south of this setback junction a sunlight standard defines a three dimensional building envelope, within which all development must be contained. However, a different interpretation of these interface and sunlight objectives is proposed for East Village. Instead of a "shed" like envelope, it is proposed that East Village will create and protect open windows of sunlight into the heart of East Village as well as maintaining views through specific corridors, particularly to the river. Some high-rise buildings may be allowed near the river frontage providing they protect the "window" of view to the river from within East Village and maintain a comfortable relationship between built form and the public realm.

The views from and to Fort Calgary should be respected by providing view corridors between buildings for visitors to Fort Calgary looking west and for residents within the heart of the community looking east to Fort Calgary.

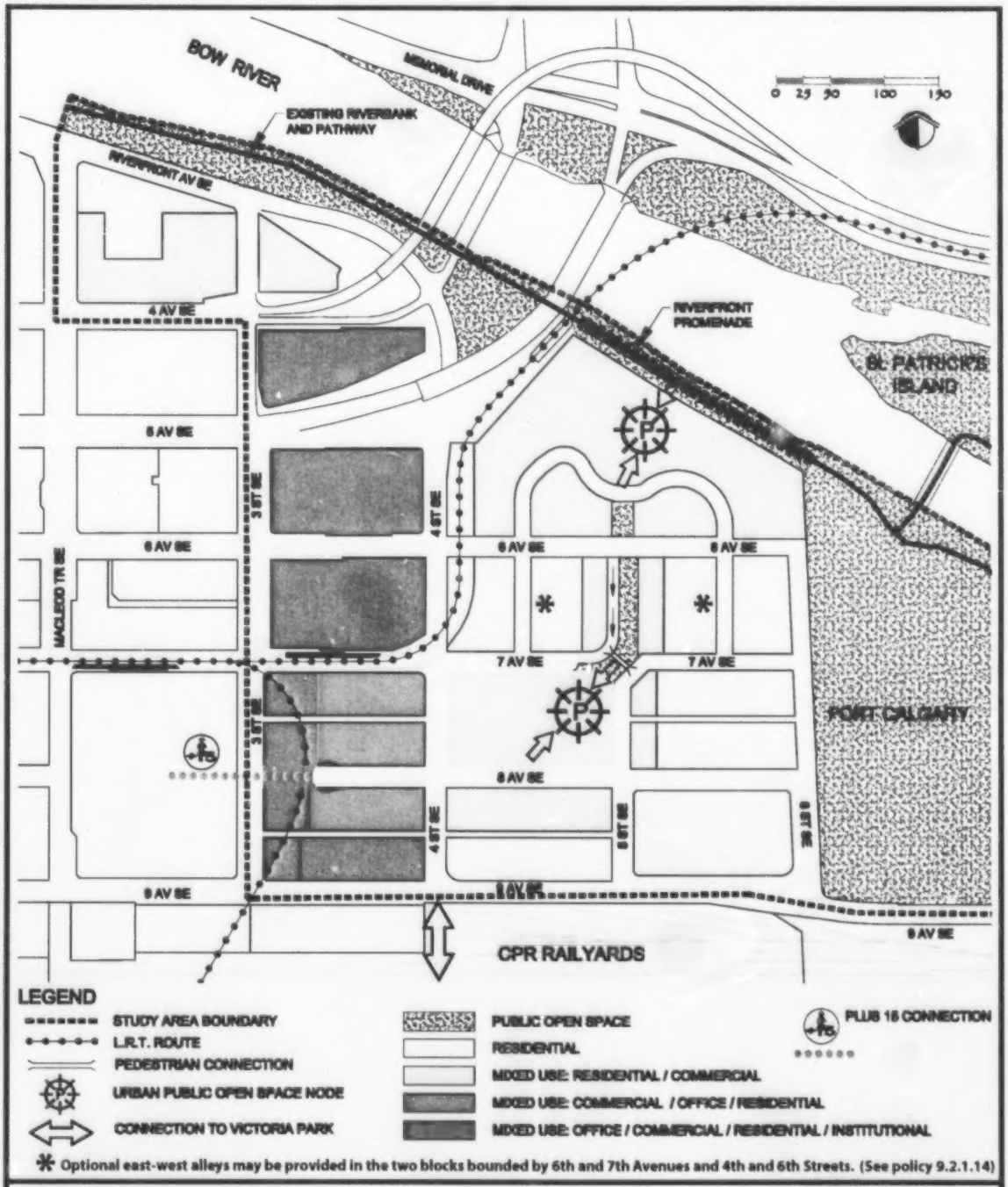

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FIGURE 2

GENERALIZED FUTURE LAND USE

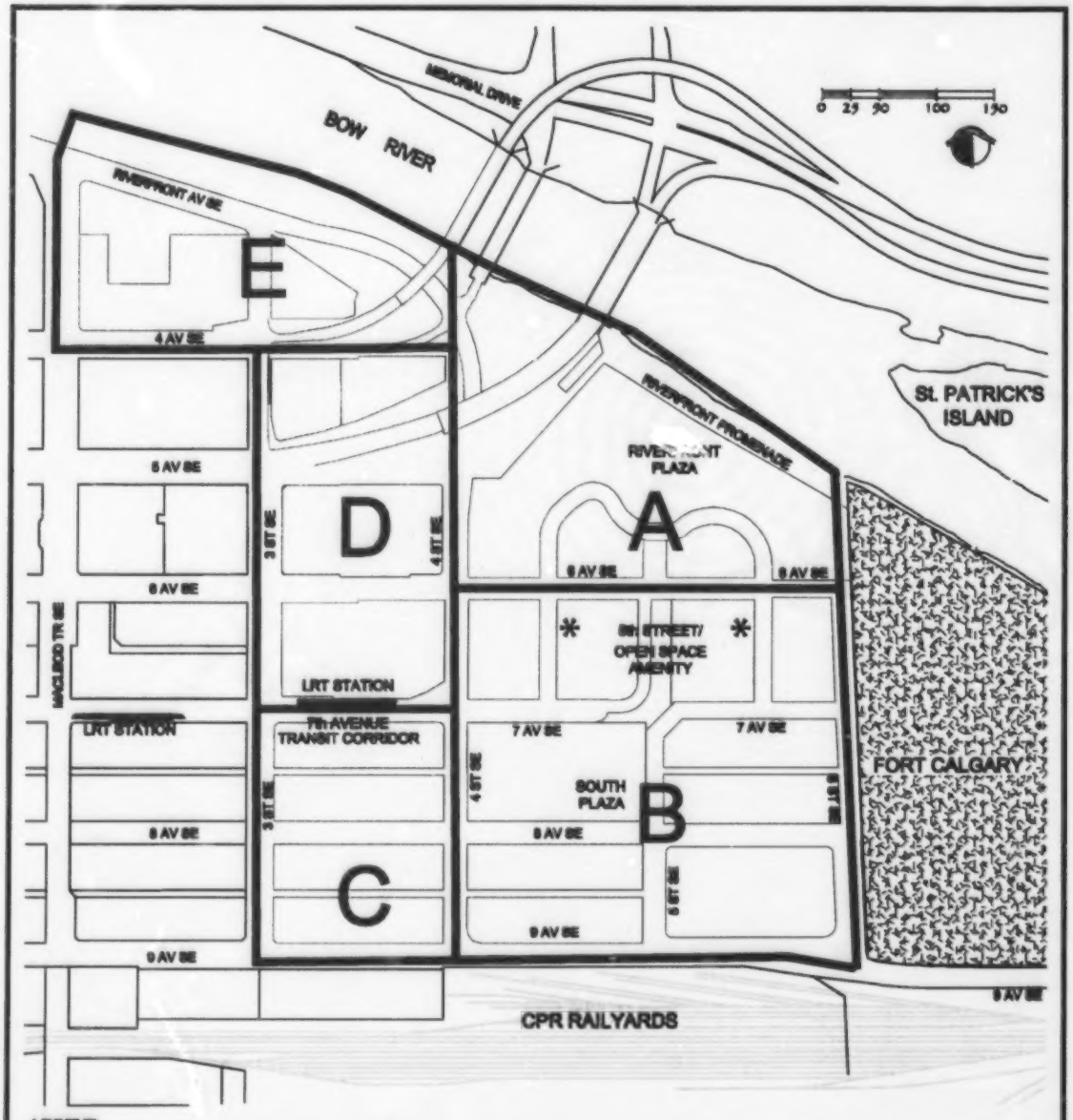

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FIGURE 3

SUB AREAS

4.0 FUTURE LAND USE

East Village can become a vital urban redevelopment area. This Plan for East Village is proposing that the area be a vibrant community attractive not only for residents but for visitors as well. The area has tremendous assets in its location next to the Bow River and St. Patrick's Island, Fort Calgary and the Downtown and the Plan takes full advantage of this location.

The generalized future land uses for East Village are presented in concept form in Figure 2 and are summarized in the following paragraphs based on the sub areas illustrated on Figure 3. Detailed policies for each major type of land use are provided in later sections of the Plan.

4.1 AREA A

This area capitalizes on its proximity to the river with the riverfront promenade and plaza linking it to the 5th Street axis. The riverfront promenade is envisaged as primarily a hard surfaced and intensively used urban linear open space extending from the LRT bridge to Fort Calgary. The ground level of buildings, especially along the riverfront promenade and around the plaza will allow retail, restaurant and personal service uses. Residential development will be in a variety of built forms.

4.2 AREA B

This area is predominantly residential, again with a variety of built forms. The 5th Street open space amenity and south plaza will be key elements in this area. To complement these public open space amenities, ground oriented frontage commercial development will be allowed along 5th Street and 8th Avenue. As well, additional commercial development will be allowed in the block bounded by 7th and 8th Avenues and 4th and 5th Streets to primarily serve local needs.

4.3 AREA C

This area will provide for a range of uses with primarily offices uses at the west side adjacent to 3rd Street and retail with hotel and residential uses on the east side. A Plus 15 link across 3rd Street to City Hall is encouraged. There will be a focus on a heritage character along 8th Avenue between the LRT line and 4th Street, conserving and enhancing existing heritage features. Pedestrian movement along 7th Avenue from the Downtown into East Village will be enhanced with the development of a streetscape that emphasizes a sense of "arrival."

4.4 AREA D

These three blocks will allow mixed uses but is anticipated to be dominated by office and institutional uses. The existing LRT station and the pedestrian environment adjacent to it will be enhanced.

4.5 AREA E

The frontage to Riverfront Avenue of the western block in this area has been developed as a five-storey apartment building. The remainder of the block as well as the eastern block have potential for residential and some commercial uses. The river frontage in this area is envisaged to remain relatively "soft" with the roadway, landscaping, and pathways as already developed.

5.0 RESIDENTIAL DEVELOPMENT

5.1 OBJECTIVES

In addition to the general goals and core principles established for residential development in Section 3.0, the following objectives should be achieved:

5.1.1 Provide sufficient housing potential to accommodate a residential population of between 8,500 and 9,500;

5.1.2 Ensure that a variety of housing types including ownership and rental is built to suit a mix of households predominantly comprised of singles, young couples, "emptynesters" and seniors of varying incomes;

5.1.3 Provide a focus on medium and moderately priced housing units but with the inclusion of higher priced, affordable and social housing.

5.2 POLICIES

In order to achieve the objectives, the following policies should be implemented:

5.2.1 A wide range of residential units will be allowed and encouraged throughout East Village, including townhouses, stacked townhouses, lofts, low-rise and high-rise apartments;

5.2.2 Land use districts should provide for a mix of unit sizes and encourage smaller units so as to accommodate medium and moderately priced housing.

5.2.3 On the land east of 4th Street, up to a total of 5,350 total residential units will be allowed based on an overall average density of 200 units per net acre (494 units per hectare) excluding existing roads and lanes and the riverbank promenade. On the land west of 4th Street, an additional 1,250 units is anticipated;

5.2.4 Building forms should orient development towards the street, fostering an active streetscape;

5.2.5 Residential buildings fronting directly onto open space and the riverfront should be sensitively designed to create an interface that clearly defines public, semi-private and private space;

5.2.6 Residential buildings should be located and designed so as to take into consideration sunlight penetration, views, wind and noise disturbance;

5.2.7 Where mixed residential and commercial development occurs, there should be a clear definition between residential and non-residential uses;

5.2.8 The City and EVDC should prepare an implementation strategy to provide affordable housing and, where feasible, social housing in East Village.

6.0 COMMERCIAL DEVELOPMENT

6.1 OBJECTIVES

In addition to the general goals and core principles established for commercial development in Section 3.0, the following objectives should be achieved:

6.1.1 The commercial component of mixed use areas should complement existing downtown commercial development;

6.1.2 Provide a variety of retail, office and entertainment uses in the area to serve the local population and provide opportunities in selected areas for commercial development to serve Downtown workers, visitors and city-wide needs;

6.1.3 Encourage ground and second floor commercial uses, including "live-work" units, as a means to provide activity, to enliven the pedestrian environment and to enhance safety in the community through natural surveillance of the street, consistent with CPTED (Crime Prevention Through Environmental Design) principles;

6.1.4 Where residential and commercial or other non-residential uses are allowed on the same site, ensure that the non-residential uses do not adversely affect the lifestyle of residents;

6.1.5 Provide for a major concentration of retail, personal service and restaurant uses adjacent to the river in a way that both integrates with residential uses and provides an attractive and exciting environment for visitors;

6.1.6 Provide for retail, personal service and restaurant uses along 8th Avenue, either side of 4th Street, to help integrate East Village with the rest of Downtown and enhance the existing heritage character of the area;

6.1.7 Provide opportunities for retail development to contribute to lively streets and to provide for continuity of commercial development between the two major commercial areas.

6.2 POLICIES

In order to achieve the objectives, the following policies should be implemented:

6.2.1 East of 4th Street

6.2.1.1 Commercial development in Area A in Figure 3 should not exceed 16,000 sq. metres (172,220 sq.ft.);

6.2.1.2 Commercial development in the 5th Street/8th Avenue area, Area B in Figure 3, shall be as follows:

- frontage development either side of 5th Street and the south side of 8th Avenue between 4th and 5th Street, up to 5,600 sq. metres (60,280 sq.ft.);
- in the block bounded by 7th and 8th Avenues and 4th and 5th Streets, up to 8,400 sq. metres (90,420 sq.ft.) with an additional 3,000 sq. metres (32,290 sq.ft.) if a retail food store is proposed;

6.2.1.3 Commercial development east of 4th Street should be located in comprehensively designed residential/mixed-use developments, should be located no higher than the second storey and should be generally comprised of retail, restaurant, entertainment and personal service uses;

6.2.1.4 Any commercial development in the block bounded by 7th and 8th Avenues and 4th and 5th Streets, with the exception of any building in the SE corner of the block, shall only take place in conjunction with a residential project and the commercial component shall comprise no more than 20% of the total gross floor area of the development;

6.2.1.5 Continuous ground floor commercial space comprised of active uses should be provided on building edges facing the riverfront plaza and promenade. Where commercial development may not be immediately feasible, such as in initial development phases, buildings should be designed to accommodate interim uses, such as "live-work" units, until the "ultimate" commercial development is feasible;

6.2.1.6 Buildings adjacent to the riverfront promenade may be set back to provide space for outdoor cafes, the outdoor extension of retail uses and provision of supplementary pedestrian space to minimize potential conflicts between shoppers and other promenade users moving through the area on the regional pathway;

6.2.1.7 Ground floor commercial space shall be directly accessible from grade and shall be designed to create the appearance of store-front modules, in the order of 7.5 metres in width;

6.2.1.8 Windows should be a significant portion of the length of the ground floor facade of commercial uses;

6.2.1.9 The Simmons' building is encouraged to be reused for commercial, public or quasi-public development integrated into the riverfront plaza.

6.2.2 West of 4th Street

6.2.2.1 Provide for a full range of commercial, institutional and residential development at high densities;

6.2.2.2 In the area of 8th Avenue between 4th Street and the LRT line:

- retail, restaurant, entertainment and personal service uses are encouraged at grade level;
- office uses should be located at the second floor level or above;
- the storefront module for establishments located at grade should reflect the historic facades of the area;
- windows are encouraged on ground level facades and should be compatible with historic facades;

6.2.2.3 Encourage re-use of the Cecil Hotel, the St. Louis Hotel, the King Edward Hotel and the Hillier Block and establish a density transfer which may be earned for preservation of heritage buildings. Where heritage buildings are redeveloped, every effort should be made to protect facades;

6.2.2.4 The boundary of the existing Downtown Plus 15 area is extended from the west side of 3rd Street to the east side. Any Plus 15 connections further east than the east side of 3rd Street will not be a City requirement but may be provided at the discretion of the Development Authority.

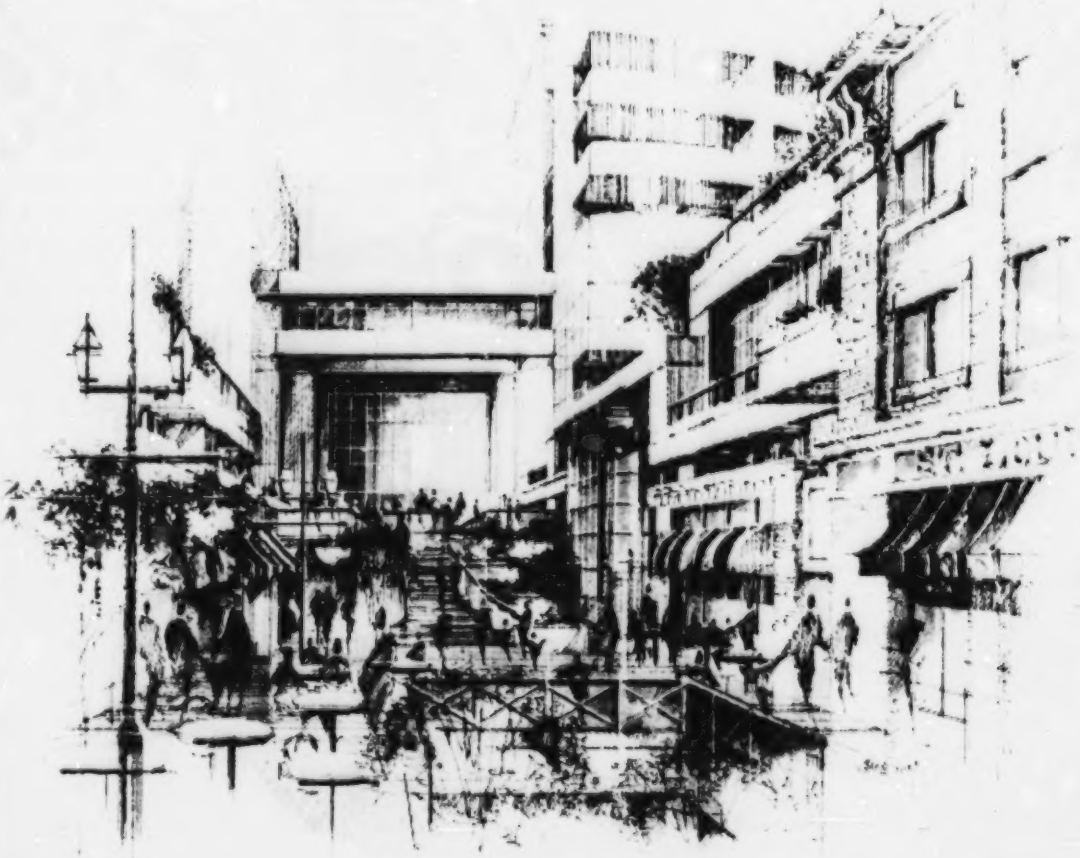

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ILLUSTRATION 1
8TH AVENUE
WEST VIEW

7.0 OPEN SPACE

7.1 OBJECTIVES

In addition to the general goals and core principles established for open space in Section 3.0, the following open space objectives should be achieved:

7.1.1 Establish a strong identity for East Village by providing regional and community open space for city-wide and local residents, pedestrians and cyclists;

7.1.2 Include lands adjacent to the Bow River as part of the city's regional pathway and bikeway system to provide for linear recreation, non-motorized modes of movement and continuity of the system;

7.1.3 Allow for variety and contrast in treatment of the river edge adjacent to East Village with the area east of the LRT bridge to function as an active, and passive linear open space that includes an urban riverfront promenade and the area west of the bridge to remain as a more natural river edge;

7.1.4 Provide for development of an open space amenity in the 5th Street alignment between the riverfront and 8th Avenue, which could include a water feature like a canal, to establish a strong visual link and pedestrian connection between the river and the south portion of East Village;

7.1.5 Provide public open spaces at either end of the 5th Street open space amenity that links it to the Bow River in the north and 8th Avenue in the south;

7.1.6 Provide key public open space facilities such as the 5th Street open space amenity and the north and south amenity spaces prior to, or in conjunction with adjacent development;

7.1.7 Provide for pedestrian linkages between East Village and the Downtown to the west;

7.1.8 Provide an open space amenity at the N.E. end of 4th Street adjacent to the river pathway to provide for active and passive recreational needs of future residents;

7.1.9 Improve public pedestrian space through sidewalk expansion, tree planting and other means;

7.1.10 Open space near the river should provide for views toward the river and the escarpment beyond from within East Village;

7.1.11 Recognize Fort Calgary as a tourist attraction and regional open space through improvements in pedestrian and cyclist access through East Village and continuity of the riverbank pathway system.

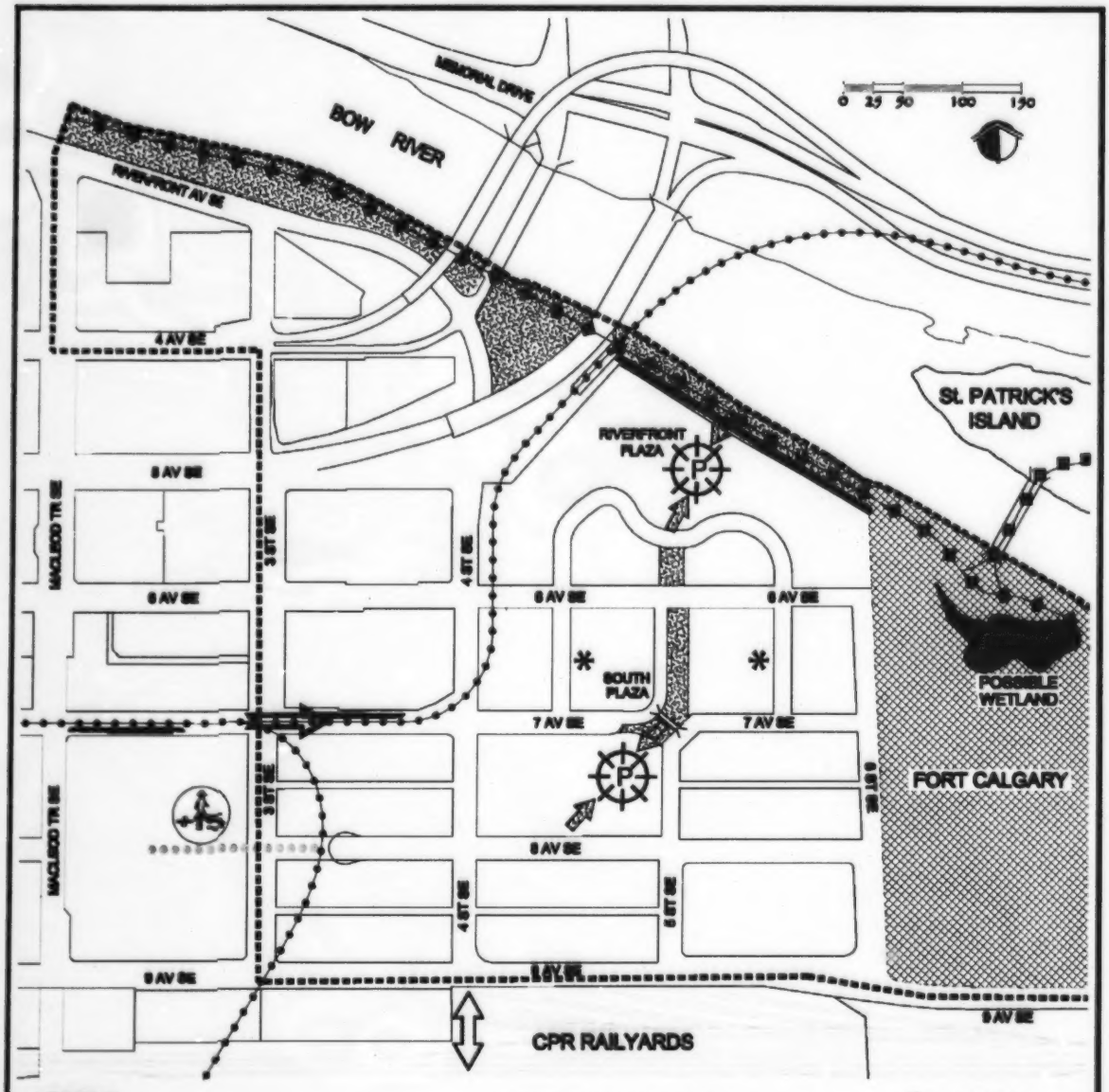

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FIGURE 4

OPEN SPACE

7.2 POLICIES

7.2.1 A strip of land adjacent to the south bank of the Bow River and east of the LRT bridge, a minimum of 15 metres (49 ft.) wide, shall be designed as an urban riverfront promenade to increase access to the riverbank and to the river valley pathway and bikeway systems;

7.2.2 Accreted lands along the south bank of the Bow River should be consolidated with adjacent parcels to provide land for the riverfront promenade adjacent to the river;

7.2.3 The design of the riverfront promenade and plaza should protect a "window" of view to the river escarpment from within East Village;

7.2.4 The riverfront plaza shall provide a pedestrian link between the riverfront promenade and the 5th Street pedestrian open space amenity and should be designed to accommodate active and passive pursuits;

7.2.5 The 5th Street open space amenity should be primarily hard landscaped and designed and maintained to a high standard. It should provide an attractive and enticing pedestrian oriented link between 8th Avenue and the river. While pedestrian orientation is paramount, provision shall also be made for some vehicular movement;

7.2.6 No direct vehicular access should be permitted from or to development facing on 5th Street to minimize pedestrian/vehicle conflicts and to maintain a continuous street wall;

7.2.7 The south plaza should be designed as an amenity for the passive recreational pursuits of local residents and city-wide visitors in the south part of East Village and acting as a link between 8th Avenue and 5th Street. Any building facing this space at the northwest corner of the 8th Avenue/5th Street intersection shall be no higher than four stories and shall be designed to be pedestrian friendly on all sides;

7.2.8 8th Avenue between 4th Street and the LRT right-of-way should be upgraded to a pedestrian oriented mall with limited vehicular access to minimize vehicle conflicts with pedestrians;

7.2.9 Any new buildings along 8th Avenue between 4th Street and the LRT right-of-way should be designed to reinforce the historic character of the block;

7.2.10 Existing street trees should be retained, where reasonable;

7.2.11 The proposed improvements to the 7th Avenue Transit Corridor to 4th Street should be continued east of 4th Street in a compatible manner;

7.2.12 A wetland area may be constructed in the north-west corner of the Fort Calgary site, in cooperation with Fort Calgary Preservation Society, as a component of a stormwater facility to meet stormwater quality requirements for runoff from East Village. The wetland should enhance the appearance of this portion of the Fort Calgary site and function as an open space amenity for East Village residents and visitors to Fort Calgary;

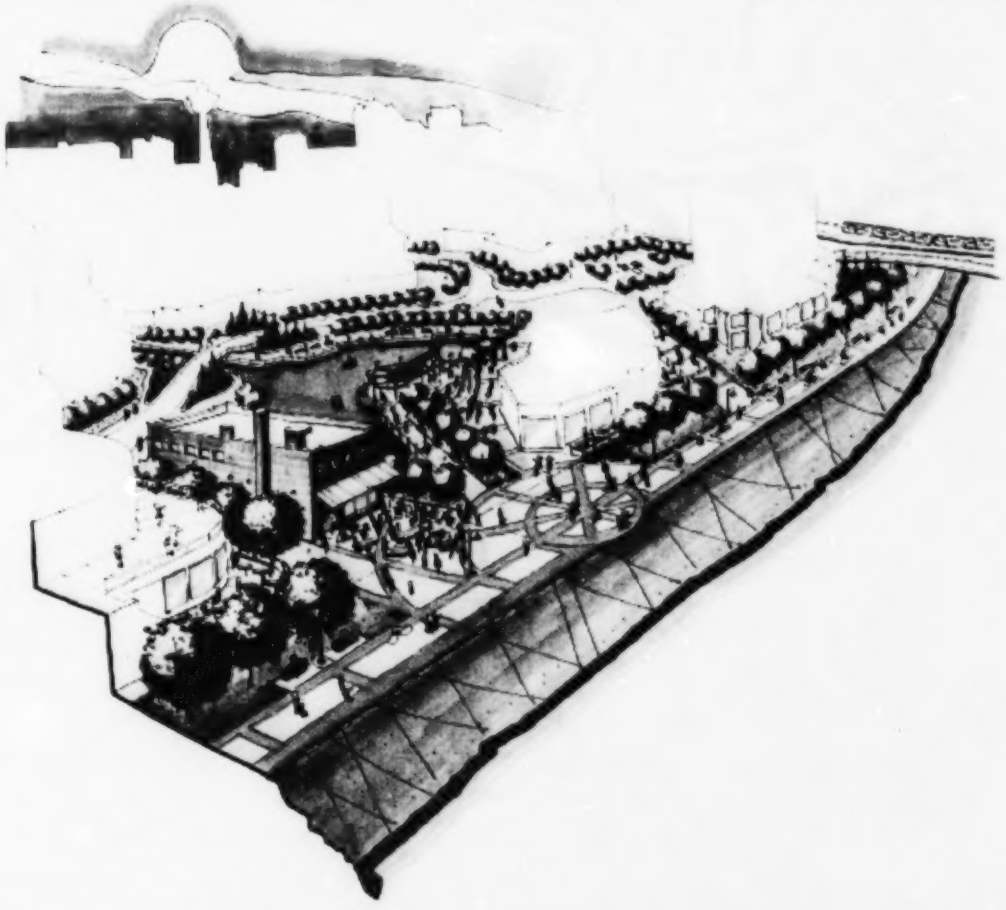
7.2.14 To contribute to the richness of the residential area, the provision of private open spaces to supplement public spaces should be encouraged through a combination of indoor and outdoor facilities;

7.2.15 The 5th Street open space amenity feature, the north and south amenity spaces and the riverfront promenade should be designed and developed for all-season use;

7.2.16 Ensure the open space system is designed to integrate with on-street and off- street bikeways and provide bicycle parking facilities in appropriate locations;

7.2.17 Encourage the relocation of the snow dump from the lands on the north-east corner of 4th Street and develop the lands as a neighbourhood park;

7.2.18 Investigate the possibility of establishing a commuter-cycle route through East Village, by-passing the riverfront promenade.



East Village

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ILLUSTRATION 2
RIVERFRONT
PROMENADE AREA

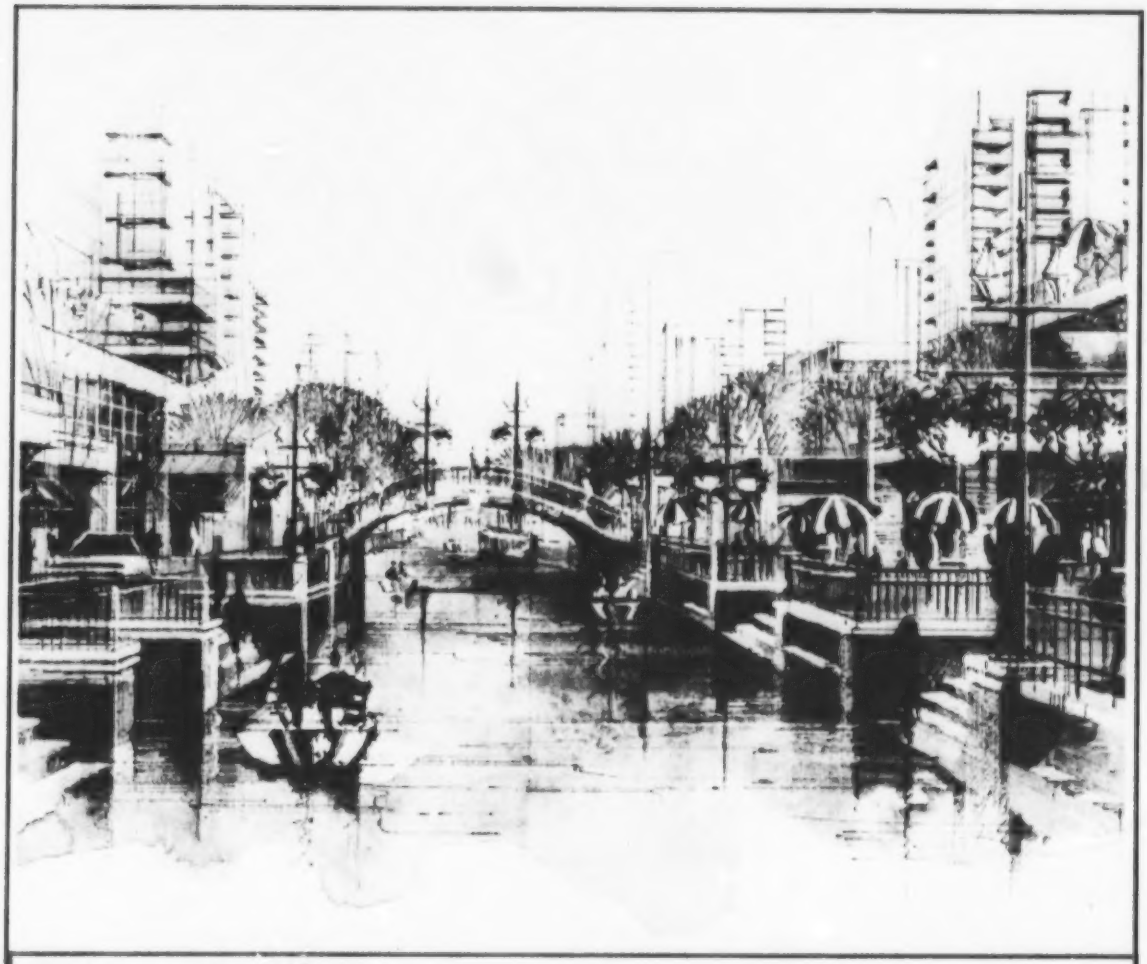

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ILLUSTRATION 3
5TH STREET
AMENITY FEATURE

East Village

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ILLUSTRATION 4
SOUTH PLAZA
SOUTH VIEW

8.0 COMMUNITY DEVELOPMENT

8.1 OBJECTIVES

In addition to the general goals and core principles established for community facilities in Section 3.0, the following objectives should be achieved:

8.1.1 Enhance the quality and accessibility of community facilities for new and existing residents;

8.1.2 Continue to provide services for the homeless and those in transition;

8.1.3 Encourage a rationalization of services and their locations, which would minimize any adverse impact on the new residential area;

8.1.4 Address existing and emerging social development issues to:

i) minimize conflict between new residents and existing users of East Village open space and facilities; and

ii) facilitate dialogue on broader social issues affecting inner-city communities.

8.2 POLICIES

In order to achieve the objectives, the following policies should be implemented:

8.2.1 Establish a Community Development team to monitor and address current and emerging social issues in East Village with representation from appropriate Business Units within the City, the Calgary Police Service, and appropriate community agencies;

8.2.2 Encourage the continuation of the Golden Age Club and similar services for seniors in the neighbourhood;

8.2.3 Encourage and facilitate the formation of an East Village Community Association to develop and achieve community development objectives for East Village;

8.2.4 Encourage the provision of a neighbourhood community centre east of 4th Street serving all residents of East Village;

8.2.5 Provide ongoing liaison and information about the implementation of development in East Village to existing residents;

8.2.6 Provision will be made for school age children to attend nearby schools in the Downtown and Inner City;

8.2.7 Provision shall be made for appropriate recreational facilities for children in the proposed public open spaces and in private residential development.

9.0 TRANSPORTATION

9.1 OBJECTIVES

In addition to the general goals and core principles established for transportation in Section 3.0, the following objectives should be achieved:

9.1.1 Encourage the separation of regional and local traffic through a hierarchy of roads, as illustrated in Figure 5;

9.1.2 Endeavour to provide high quality pedestrian, bicycle and vehicle systems;

9.1.3 Design new residential and mixed use areas to discourage shortcutting traffic from using the local roads in East Village;

9.1.4 Encourage new development to provide parking either underground or screened from public view and preferably in the interior of blocks;

9.1.5 Re-grade area roads to comply with floodplain requirements;

9.1.6 Ensure the area is developed to support safe, accessible, and efficient functioning of the transit system as a means to encourage the use of the transit system by residents, Downtown workers and visitors.

9.2 POLICIES

In order to achieve the objectives, the following policies should be implemented:

9.2.1 Road System

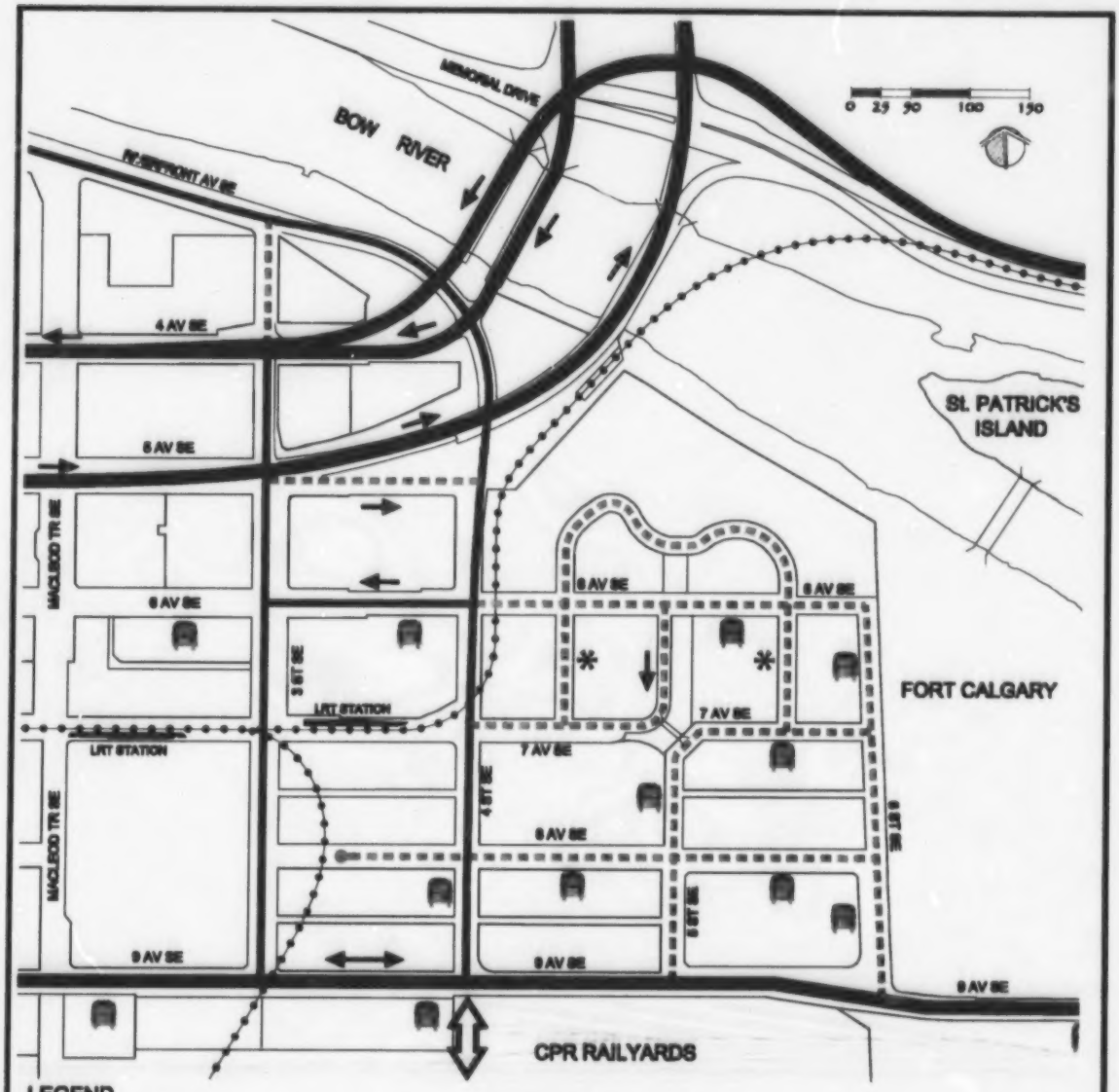
9.2.1.1 In accordance with the 1983 Downtown Handbook of Public Improvements, 9th Avenue South and approaches to the Edmonton Trail overpass, as well as 4th and 5th Avenues (west of 4th Street), are designated as Primary Roads. 3rd and 4th Streets and 6th Avenue (west of 4th Street) are designated as Secondary Roads. All remaining streets are designated as Local Roads. See Figure 5;

9.2.1.2 The road grid shall be retained in East Village. The only exceptions to this are in the area north of 6th Avenue and east of 4th Street which may be modified, and, where 7th Avenue crosses 5th Street which may be pedestrian only;

9.2.1.3 5th Street, which is to be developed as an open space amenity feature, should retain the opportunity for some vehicular movement;

9.2.1.4 All local roads should be improved by the addition of trees and, wherever possible, with sidewalks separated from roadways by trees and hard or soft landscaping;

9.2.1.5 9th Avenue should be redeveloped as a landscaped, tree lined major road appropriate to its role as a significant entry route to the Downtown, while maintaining its current vehicle-carrying capacity;



East Village

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FIGURE 5

TRANSPORTATION

9.2.1.6 Roads shall be raised to conform with the City's Floodway and Floodplain Regulations prior to redevelopment of adjoining land;

9.2.1.7 As a result of streets north of 9th Avenue and east of 4th Street becoming local roads, the existing right-of-way setback requirements in Section 17 of By-law 2P80 will be amended in conjunction with second and third readings of the Bylaw enacting this Area Redevelopment Plan ;

9.2.18 All roads identified for transit service should be designed to provide physical requirements necessary to implement a high quality transit service (see Figure 5);

9.2.1.9 This plan recognizes the possibility of the extension of 4th Street connecting East Village with Victoria Park and the Stampede Grounds;

9.2.1.10 Alleys may be consolidated with adjacent land to facilitate comprehensive development;

9.2.1.11 Where alleys remain open, they should be used as the main vehicular access to sites;

9.2.1.12 Access to 3rd and 4th Streets and 6th Avenue, west of 4th Street, will be limited. The extent and condition of restrictions to access will be determined as part of establishing land use guidelines for the area;

9.2.1.13 9th Avenue between 3rd and 4th Streets, as indicated in Figure 5, shall be converted to allow two-way traffic;

9.2.1.14 The proposed new north-south links between 6th and 7th Avenues east of 4th Street are considered as options to the existing east-west alleys. The east-west alleys may be retained rather than providing the north-south links if development in those blocks adequately provides for convenient movement.

9.2.2 Transit

9.2.2.1 All roads indicated in Figure 5 for transit service must provide opportunities for locating bus zones. Roads limited to one lane in either direction are to include bus bays in association with bus zones;

9.2.2.2 Pedestrian routes to and from bus zones and LRT stations, and, the transit waiting areas at bus zones, should be accessible for people with disabilities and are to respect accepted CPTED (Crime Prevention Through Environmental Design) principles;

9.2.2.3 Bus zones should be accompanied by appropriate transit supportive waiting amenities.

9.2.3 Pedestrian Circulation

9.2.3.1 Pedestrian and bicycle systems should encourage residents, visitors, and workers to walk, cycle and to use transit;

9.2.3.2 Sidewalks, pathways and pedestrian bridges should be developed linking East Village with the Downtown, Fort Calgary and adjacent communities;

9.2.3.3 Roads, sidewalks and paths should be designed to facilitate the movement of the elderly and people with disabilities throughout East Village;

9.2.3.4 Pedestrian pathways should be designed to minimize conflict between users of the pathways.

9.2.4 Parking

9.2.4.1 Due to the high water table, above grade parking structures may be allowed as an alternative to underground parking, provided the structures are compatible with adjoining buildings, are attractively designed and screened and, wherever possible, the ground floor frontage used for active use;

9.2.4.2 Short-stay parking should be provided in commercial developments by requiring a percentage of the stalls in parking structures to be so designated;

9.2.4.3 In order to encourage redevelopment, use of vacant land as surface parking lots is discouraged;

9.2.4.4 Access to parking facilities shall be located and designed to minimize impacts on pedestrian movement;

9.2.4.5 On-street parking will be limited to short-stay use only and should be allowed on either side of Local Roads;

9.2.4.6 Parking in front yards will not be allowed;

9.2.4.7 Parking shall meet the standards set out in the Land Use Bylaw and should be provided on site.

10.0 URBAN DESIGN

10.1 OBJECTIVES

In addition to the general goals and core principles established for urban design in Section 3.0, the following urban design objectives should be achieved:

10.1.1 Urban design in East Village is to be approached in a way that is friendly to the pedestrian and promotes transit use;

10.1.2 The unique location of East Village, especially the proximity of the Bow River and Fort Calgary and its location as the east portion of the Downtown, is to be fully acknowledged;

10.1.3 Opportunities are to be provided for developers to be innovative in the approach to the design of buildings;

10.1.4 Variety of building form is to be encouraged;

10.1.5 The impact of tall buildings on the character and continuity of the streetscape should be minimized by requiring towers to be set back.

10.2 POLICIES

In order to achieve the urban design objectives, the following policies should be implemented:

10.2.1 To achieve a pedestrian-friendly streetscape, all development should be built at or close to the front property line to ensure that new development is both continuous and contributes to a comfortable pedestrian space;

10.2.2 All buildings greater than six storeys fronting roadways east of 4th Street should be set back at the 6th storey level by a minimum of 4 metres, so as not to "crowd" the pedestrian level, street environment;

10.2.3 The riverfront promenade should be a minimum width of 15 metres. Buildings fronting the promenade shall be set back a minimum of 20 metres from the top of the riverbank and be no higher than two storeys at the building line with the space between the building and the 15 metre line of the riverfront promenade used for publicly accessible outdoor displays, access to storefronts, seating for cafes or private amenity space. In addition, a minimum of 45% of the length of the riverfront promenade between the LRT overpass and Fort Calgary shall be open and free of buildings along a line 25 metres from the top of the riverbank, and a minimum of 45% of the area shall be open and free of buildings in the area between 15 and 35 metres from the top of the riverbank;

10.2.4 Any new building in East Village west of the LRT bridge shall not place a shadow on an area at least 20 metres in width throughout, immediately south of the Bow River between 10:00 a.m. and 4:00 p.m., Mountain Daylight Time, on September 21st;

10.2.5 Any new building in East Village east of the LRT bridge shall not place a shadow on an area at least 9 metres in width throughout, immediately south of the Bow River

between 10:00 a.m. and 4:00 p.m., Mountain Daylight Time, on September 21st except that buildings adjacent to the riverfront promenade may be considered as a relaxation of the policy providing:

i) no more than two buildings exceed 4 storeys;

ii) portions of buildings above 4 storeys are setback a minimum of 10 metres (33 ft.) from the front of the building facing the riverbank promenade;

iii) portions of buildings above 4 storeys do not exceed 25 storeys in total height; and

iv) buildings in excess of 4 storeys shall have a floorplate size not exceeding 650 sq. metres (7,000 sq.ft.) and shall be square or cylindrical in shape;

10.2.6 Any portion of a building adjacent to 6th Street, higher than six storeys shall have a floorplate size not exceeding 850 sq. metres (9,150 sq.ft.);

10.2.7 The design of the 5th Street open space amenity and the future buildings fronting it shall be particularly sensitive to the pedestrian;

10.2.8 Buildings fronting 5th Street and the riverfront plaza should be designed and sited so as to protect important views north to the river, the river escarpment and landmark features;

10.2.9 The riverfront plaza, together with the buildings around it, should be designed so as to create an urban space that forms a logical connection between the 5th Street open space amenity and the riverfront promenade;

10.2.10 Buildings are to be designed and sited so as to consider the shadowing of the 5th Street open space amenity and the north and south amenity spaces;

10.2.11 Landscaping, particularly east of 4th Street, should be developed to a high standard to complement the pedestrian environment and reinforce the relationship of East Village to the river and Fort Calgary;

10.2.12 The south plaza area should be designed so as to provide a focal point in the south part of East Village and a logical transition between 5th Street and 8th Avenue;

10.2.13 In order to develop a sense of identity for East Village, distinctive signage and types of street furniture should be utilized;

10.2.14 In order to enhance the visual appearance of East Village and not detract from its primarily residential character, third party advertising signs, directional signs and temporary and portable signs should not be allowed.

11.0 IMPLEMENTATION

11.1 OBJECTIVES

The following objectives are defined for implementation of the plan:

11.1.1 Redevelopment should focus on transforming East Village into a primarily residential community, with a mix of complementary commercial/retail facilities and services, which is safe, secure, self-sufficient and vibrant;

11.1.2 The City and its joint venture partner should use their resources in such a way as to foster opportunities for private redevelopment and to stimulate market confidence, in order to establish interest in the area and to broaden the range of housing options available;

11.1.3 There should be sufficient flexibility in the implementation of the Area Redevelopment Plan to take account of changing circumstances and market conditions;

11.1.4 Ensure that all sites to be redeveloped in East Village are suitable for the intended use.

11.2 POLICIES

In order to achieve the implementation objectives, the following policies should be achieved:

11.2.1 In order to foster a positive primarily residential character for East Village and to encourage private development, all landowners, local community organizations and businesses are encouraged to improve and clean up all lands and rights-of-way;

11.2.2 Through the process of land use redesignation, the policies contained in the ARP which affect detailed land use and development standards, will be incorporated into revised Direct Control Districts. These land use designations may be interpreted in a flexible manner by the Development Authority, in order to encourage development and to allow innovative design;

11.2.3 In order to attract residents to the redeveloped areas, the provision of public services, improved streetscapes, and public open space amenities should occur prior to or concurrent with developments. In particular, the construction of the south plaza should be developed as part of the first phase of the development of East Village;

11.2.4 Current Phase I environmental site assessment reports shall be required for all redevelopment sites in East Village. The reports shall identify actual and potential soil and groundwater contamination and will be used to determine if sites are suitable for intended developments. Phase II and Phase III environmental site assessment reports may also be required;

11.2.5 In undertaking infrastructure improvements and new developments in East Village, every effort shall be made to minimize adverse impacts on existing residents in the area;

11.2.6 The Administration, through its own studies and by encouraging developers, should pursue the use of sustainable energy systems in East Village;

11.2.7 A funding strategy for the proposed public improvements should be prepared and submitted for approval to Council. The funding strategy should consider the potential role of a range of funding sources including municipal general revenues, grants from senior levels of government, local improvement bylaws, off-site levies, development agreements and developer contributions;

11.2.8 The following principles should be considered in preparing the funding strategy. The funding strategy should:
- consider City funding for amenities identified as being of city-wide benefit;
- fairly allocate costs among stakeholders;
- be equitable to property owners in East Village;
- be simple to administer;
- not create financial hardship for lower income residents;
- consider phasing of improvements and costs;
- provide for payment of improvement costs prior to issuance of a development permit; and,
- consider exclusion or capping of interest charges for improvement costs;

11.2.9 The East Village Advisory Committee and other stakeholders shall be provided the opportunity to provide input into the future planning of East Village.

11.3 NON-CONFORMING USES

Land Use designations in East Village to implement the 1994 East Village ARP created a number of non-conforming uses in the area. Land use redesignations to implement this plan will not change existing non-conforming situations and may create additional non-conforming uses. Existing non-conforming operations can continue, however the intent is to ultimately redevelop lands in conformity with the proposed land use pattern. The broad range of uses that can be accommodated in East Village provides opportunities for many non-conforming uses currently in the area to relocate elsewhere within East Village. Any use relocating within East Village must meet land use district requirements and be compatible with the type and scale of commercial uses proposed.

11.4 MONITORING PROGRESS

The ARP will take many years to implement, and East Village will probably be an area of transition for the next ten to fifteen years. During that time, the city's economic circumstances, developers' confidence in the area, and residents' preferences may be subject to considerable change.

The ultimate success of this plan will require private citizens to want to live in this area and private developers to build projects to accommodate those people. To encourage this, the City has created the East Village Development Corporation. As the residential area becomes established and attractive to new residents, such City involvement should decrease in importance. Careful monitoring and an annual review of the progress of redevelopment should be undertaken in order to assess the effectiveness of the City strategies, the public improvements program, and the role of the ARP and land use districts in facilitating redevelopment.

11.5 TRANSITION

The ARP contains policies that are at variance with some existing Direct Control Land Use Guidelines for the area. Until new Guidelines have been approved by Council, the following policies are applicable:

11.5.1 In any situation where an existing Direct Control Land Use Guideline is at variance with policies in this Area Redevelopment Plan, the Land Use Guidelines shall prevail until the site is redesignated;

11.5.2 The Administration is requested to bring forward amendments to the existing Direct Control Land Use Guidelines to conform with this Area Redevelopment Plan as expeditiously as possible.